

CITY-COUNTY COMMON

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A G E N D A

CITY-COUNTY COMMON MEETING

Tuesday, May 4, 2004 - 8:30 a.m.

County-City Building, Room 113

- I. MINUTES** - Common Meeting on April 5, 2004

- II. 8:30 a.m. COMPREHENSIVE PLAN ANNUAL REVIEW PROPOSED AMENDMENTS** - Marvin Krout, Planning Director

- III. 9:15 a.m. OPEN SPACE CONSERVATION FUNDING STRATEGIES** - Lynn Johnson, Parks & Recreation Director

- IV. 9:45 a.m. COMMUNITY MEDICAL TRANSPORTATION** - Kit Boesch, Human Services; Susan Epp, Madonna; Janet Coleman, Medical Transportation Committee Chairperson

- V. ADJOURNMENT**

MINUTES
CITY-COUNTY COMMON
Tuesday, May 4, 2004 – 8:30 a.m.
County-City Building, Room 113

County Commissioners Present: Deb Schorr, City-County Common Chair; Bernie Heier, Larry Hudkins, Ray Stevens and Bob Workman

City Council Members Present: Patte Newman, City-County Common Vice Chair; Glenn Friendt and Terry Werner **Absent:** Jon Camp, Jonathan Cook, Ken Svoboda and Annette McRoy

Others Present: Mayor Coleen Seng; Corrie Kielty, Mayor's Office; Kerry Eagan and Gwen Thorpe, County Board Office; Marvin Krout, Steve Henrichsen, Kent Morgan, Duncan Ross, David Cary and Ed Zimmer, Planning Department; Lynn Johnson and Terry Genrich, Parks & Recreation Department; Don Thomas, County Engineer; Mike Brienzo, Randy Hoskins, V. Singh, Public Works & Utilities; Larry Worth, StarTran; Bruce Dart, Lincoln-Lancaster County Health Department; Dean Settle, Community Mental Health Center; Russ Shultz, Weed Control; Kit Boesch, Human Services; Susan Epps, Madonna Rehabilitation-Community Medical Transport; Janet Coleman, Community Health Endowment-Community Medical Transport; and Cori Beattie, County Board Secretary

MINUTES

Approval of the April 5, 2004, Common meeting minutes was postponed since a quorum was not present.

COMPREHENSIVE PLAN ANNUAL REVIEW PROPOSED AMENDMENTS

A handout was distributed regarding the 2004 Comprehensive Plan Annual Review. **(See Exhibit A.)**

Friendt arrived at 8:34 a.m.

Krout noted this is the second year in which the Capital Improvement Program (CIP) will be integrated with the annual review of the Comprehensive Plan. The amendments to the Plan and the draft CIP are scheduled for public hearing before the Planning Commission on Wednesday, May 19, 2004.

Krout said this year's review is once again accompanied by reports which supply some general information on the community, as well as the status of the Plan's previous recommendations. Copies of these reports (Benchmark Indicator and Ongoing Activities) were included in the Comprehensive Plan binders previously distributed to officials.

The Benchmark Indicators report monitors trends in the local economy, such as development activity, which may indicate a need for new directions in the Plan. Krout said this report is still a work-in-progress, although, Lincoln may see the rebound from

improvement in the national economy over the next few years. The report also charts the rise in local housing prices which is attributed to the high demand for housing and the low mortgage interest rates.

Newman and Werner arrived at 8:37 a.m.

With regard to the Ongoing Activities Report, Krout said it indicates there is still a need for an adequate revenue stream to fund infrastructure necessary to implement the Plan. Officials should have received the latest report from the Streets, Roads and Trails (SRT) Committee outlining options which will be discussed during the next few months.

Krout reported on the status of the following:

1. Acreage Studies - completed, still being discussed;
2. Floodplain Amendments - in public hearing process;
3. Airport Noise Study (originally identified in Plan) - completed, amendments/text changes coming forward;
4. Multi-Modal Transportation Study - nearing completion, presentation to officials in the next few months;
5. Stevens Creek Watershed Study - in progress;
6. New Downtown Master Plan - soon to be launched, help strengthen the City's core;
7. Study on Area West of the Airport (result of Noise Study) - land use and transportation issues need to be discussed;
8. Study on Southwest Part of the City - in progress;
9. Saline Wetlands - progress made on protection, status report will soon be released.

Krout anticipated there would not be a lot of attendance at the public hearings. The issue garnering most attention will be residential land supply. Property owners are either asking for a change in the Plan's designated phasing (allowing for earlier development) or they are asking for a change in land use. In most cases, staff is recommending approval as these properties have available services. It would be relatively inexpensive to service them in the short term, thus, helping to assure an adequate supply of land in the future.

Krout also noted the Planning Department has made a recommendation dealing with the visual quality of the City, specifically, protecting Capitol views and enhancing public buildings so they can be models for the private sector. He added the Omaha private sector has raised \$750,000 to fund a city-wide urban design study to look at how to improve the visual quality of downtown Omaha. He felt Lincoln has many character advantages over Omaha, such as the State Capitol, and should strive to keep pace.

With regard to the proposed Comprehensive Plan Amendments, Henrichsen pointed out that while they are not consecutively numbered on the handout, most have corresponding maps. He highlighted them as follows:

Amendment 02001A - Henrichsen said staff asked for this Amendment to be removed from pending. The area includes 20 acres of proposed commercial development on the northeast corner of 84th and Van Dorn Streets. Consideration was given to serving the area by gravity sanitary sewer so development could begin sooner. After an extensive exploration, it was determined this option was not possible. Long-term development is now being considered. The map shows six acres of proposed commercial development at approximately one-quarter mile north of Van Dorn at Karl Ridge Road. **Staff recommended approval.**

Amendment #3 (Lincoln Public Schools Master Plan) - Henrichsen said this Amendment does not have a corresponding map. The entire LPS Master Plan can be found on the disc included with the Amendments. Hard copies were also provided to the City Council and County Board. This Amendment would be adopted as a component of the Comprehensive Plan, including map updates corresponding to future school sites. Hudkins asked how many acres LPS uses for schools. Henrichsen said typically, elementary sites are 20 acres. Middle schools are 40 acres depending on whether a joint park site is developed. Scott Wieskamp is the main coordinator at LPS. **Staff recommended approval.**

Amendment #4 (Current and Future Trails) - Henrichsen said the four major components (as shown on page two of the handout) include a re-route of the trail at W. Adams and N.W. 48th Streets. There are also some changes to the trail in the W. "A" Street neighborhood, as well as the deletion of a trail along Sun Valley Boulevard since another one has been completed within a few blocks. This Amendment also includes the addition of a trail along Pioneers Boulevard with an overpass at Highway 77. While the map does not reflect it, there is still the potential for a trail crossing and overpass at Old Cheney, although, the road issue has not been solved. This allows options to remain open. **Staff recommended approval.**

Amendment #5 (City Street and Roadway Improvements) - Henrichsen said the project at N. 48th Street and Leighton Avenue will come forward as an Amendment before the Planning Commission on May 12. This also shows the E. "O" Street and Old Cheney Road projects as being completed. It adds a few studies - S. 98th Street, Highway 2 and Yankee Hill Road. This corridor will be reviewed all the way to Pine Lake Road. Another study is proposed for the Highway 2 corridor from 9th and Van Dorn Streets through the 56th Street and Old Cheney Road intersection since this is designated for six lanes in the future. **Staff recommended approval.**

Amendment #6 (Future Road Improvements in County) - This Amendment shows some paving projects which have been completed in the past two years. It also includes additional paving projects near Waverly, along Panama Road, and ones leading to a couple school sites. **Staff recommended approval.**

Amendment #9 (S. 134th & "A" Streets) - Henrichsen said this area is in Stevens Creek, south of Crooked Creek Golf Course and the MoPac Trail. The owner is asking for a change from agricultural to low-density residential. The site already had an approved AG Community Unit Plan (CUP) and staff felt it was appropriate for it to remain agricultural, similar to the surrounding land, as part of a future growth area for the City of Lincoln. **Staff recommended denial.**

Heier asked if this area has dual zoning jurisdiction. Henrichsen said he would have to check. Irregardless, all Amendments would be forwarded to the City Council and County Board for approval.

Amendment #11 (Exhibit B, S. 84th Street & Highway 2) - Henrichsen said this Amendment requests a change from low-density residential to urban residential and a change from urban residential to commercial. The western part of the site would be changed from low-density to urban residential. The owner has been meeting with surrounding neighbors. Some issues are close to resolution but it is likely there will be property owners at the hearing who have concerns. He added there are a number of acreage developments in the area and some of the owners have expressed interest in

further subdividing once water and sewer is available. It was noted the majority of owners do not want to subdivide. **Staff recommended approval of the change to urban residential but denial of the change to commercial.**

Stevens asked how many residences would be permitted under low-density residential and urban residential zoning. Henrichsen said the entire site is roughly 70 acres with 60 acres being zoned urban residential. The applicant has proposed 200-240 single-family dwellings and potentially a few townhomes. Low-density residential zoning would allow for one unit per acre or a total of 70 dwelling units - a significantly lower amount. Adequate roadways become an issue, thus, staff recommends no urban residential development until the roads are brought up to urban standards.

Amendment #12 (N. 84th & Adams Streets) - Henrichsen said this Amendment deals with the elimination of the employment center site at the above location. Since 1997 the owners have tried to find a developer but have been unsuccessful. Several other employment center designations have been added to the Plan, including sites at 98th & "O" Streets, N.W. 48th & W. "O" Streets and some along Highway 77. There has been interest in developing the area as urban residential since most infrastructure is in place. It was proposed to keep some neighborhood commercial at approximately one-half mile north of Adams Street, south of the Murdock Trail, in anticipation of residential development. **Staff recommended approval.**

Henrichsen noted the next three Amendments are all changes from Priority B to Priority A. Priority A is the area designated as the first to be addressed in the CIP for the City. Priority B is designated as an area which should have infrastructure in place twelve years from the Comprehensive Plan's adoption (2014).

Amendment #13 (N.W. 12th Street & Highway 34) and Amendment #15 (S. 70th & Yankee Hill Road) - Henrichsen stated staff supports the above changes as infrastructure has already been planned to serve other Priority A areas in close proximity. One caveat, even though staff recommends a change to Priority A, it does not mean these projects will rise to the front of the CIP. They would simply be included with all other Priority A areas. Hudkins felt it was wise to include these areas in Priority A. He added if opportunities arise for future industrial development, it will be important to have adequate infrastructure in place. He questioned the possibility of opening up N.W. 12th between Fallbrook, the Highlands and the Interstate. Henrichsen indicated N.W. 12th Street, N.W. 27th Street and an overpass at Highway 34 will all be reviewed in the 10-year road plan. He added the area closer to N.W. 27th Street is already designated industrial. The applicant originally asked for a change to urban residential but opposition was received from a number of groups, thus, the request was withdrawn. **Staff recommended approval.**

Amendment #14 (N.W. 70th & W. Adams Streets) - Henrichsen said changing this area to Priority A would add a significant amount of water and road improvements to the CIP, although, sewer is not an issue. The possibility of connecting W. Superior to N.W. 48th Street will be reviewed. Hudkins said this area should be in Priority A. He added City Councilman Ken Svoboda is also very interested in this Amendment. He asked why water would be a problem when a tower is located immediately across the road. Henrichsen said it probably has to do with the elevation of the property. He said he would ask Nick McElvain in the Water Department to put together some information. It is anticipated the applicant will attend the hearing. Hudkins said the County is willing to pave N.W. 70th Street and the

Natural Resources District (NRD) has approved the road dam. He noted the City Engineer's Department has not come forward with the plans and it has been nearly 18 months. Also, the University of Nebraska has 80 acres at the corner of W. Superior Street and N.W. 70th Street and their only access is a dirt road. Hudkins said the County is anxious to get the City's plans so the dam and road can be constructed.

Stevens questioned the land's ownership. Henrichsen said the applicant is Mike Rierden for Jerry Maddox who owns 160 acres at the southeast corner of W. Superior & N.W. 70th Streets. It was noted other property owners in the area were also contacted about the project and all would like to see road improvements. **Staff recommended denial.**

Amendment #15 (S. 70th Street & Yankee Hill Road) - Henrichsen said since infrastructure improvements are already planned for this area, the change is appropriate. **Staff recommended approval.**

Amendment #16 (N.W. 56th Street & Highway 34) - Henrichsen said this Amendment evaluates the Tier III area from W. "O" to N.W. 12th Streets. The applicants would like Tier II consideration. He noted a study will review the infrastructure and road capacity to see if Tier II or Tier I areas would be appropriate. **Staff recommended approval.**

Amendment for Southeast Lincoln/Highway 2 Subarea (Potential Future Street Network Along Highway 2 Corridor) - Henrichsen said this Amendment deals with specific access issues for the community of Cheney at N. 91st Street & Highway 2, including the closure of the current Yankee Hill Road on either side of the railroad tracks once the new 91st Street/Yankee Hill Road is extended. Henrichsen said a meeting was held with representatives from Cheney and it seems everyone is in general agreement regarding the proposed changes. **Staff recommended approval.**

Amendment #19 (Capitol View Corridors: County Perspective) - This Amendment was previously mentioned by Krout. Henrichsen added it would be officially added to the Plan, along with a map. Additional text would address the need to improve the urban design of the community. **Staff recommended approval.**

Werner asked at what point do benchmarks trigger change. Krout said nothing specific has been identified. Henrichsen added the 2005 Benchmark Indicator Report recommends waiting three to four years before looking at trends, versus one to two years. Krout stated if the community grows faster/slower or the economy takes off in a different direction changes could occur. The next major update of the Comprehensive Plan will be in 2007. Krout did not feel indicators would cause things to go a different route between now and then. While the rate of growth in Lincoln has been slower over the last three years, the community has experienced the highest rate of new housing construction. Krout felt the number of households will increase more than the population but doubted this would have a big effect on land supply. He also encouraged officials to take a look at the need/demand for future industrial uses.

With regard to **Amendment #12**, Workman questioned the change to urban residential along N. 84th Street. He thought a commercial or industrial buffer would be better on a busy street. Henrichsen said it is very typical for single family homes, apartments and/or townhomes to be included along arterial streets, as well as commercial. He noted commercial development definitely has a transportation impact, i.e., driveway access.

Hudkins questioned the timing for installation of a new high capacity sewer from the 70th Street Plant along Stevens Creek. Henrichsen said the contract is underway and alignments are being reviewed. The first segment to Cornhusker Highway or Fletcher Avenue should be completed in the next couple years. The goal is to reach "O" Street by 2010-2012. Hudkins said it is important to construct a large sewer prior to developing the area.

A concurrent public hearing of the City Council and County Board was scheduled for Tuesday, June 15, 2004 at 4:00 p.m., at the County-City Building, Room 112 (Chambers).

APPROVAL OF MINUTES

Hudkins moved approval of the minutes from the April 5, 2004 Common meeting; seconded by Newman. Roll call vote. Ayes: Seng, Friendt, Heier, Hudkins, Newman, Schorr, Stevens, Werner and Workman. Nays: None. Motion passed 9-0.

OPEN SPACE CONSERVATION FUNDING STRATEGIES

Copies of the power point presentation (**See Exhibit B**) and a brochure entitled, "Open Space: Greening the Good Life" (**See Exhibit C**) were distributed.

Johnson stated the most recent edition of the Comprehensive Plan contains an integrated system of local space, which happens to be linked to floodplain management. He said staff is developing a funding strategy for future open space acquisition. An effort was made last Fall to educate the public about the process. Genrich added a good response was received from both urban and rural residents with regard to acquisition priorities.

Genrich gave a power point presentation on Open Space. (See Exhibit B.) He noted the future of Lincoln's open space hinges on five key points:

1. Creation of an interconnected system of parks and open space;
2. Preservation of connected natural areas;
3. Shaping of urban form via parks;
4. Open space/parks serving as a cost reduction mechanism; and
5. Open space/parks providing an economic benefit.

Genrich said linking parks, greenways and other natural lands provides greater benefits for people, wildlife and economy. He added riparian areas, wetlands and other green spaces protect biological diversity, preserve essential ecological functions and serve as places for recreation and civic activities. Parks can also help shape urban form, buffer or separate incompatible land uses, provide visual relief and complement the placement of new buildings, roads and other city infrastructure. Cities can use parks to reduce public costs for stormwater management, flood control, transportation and other forms of infrastructure.

Genrich noted open space also encourages private development and investment in the community. He said the recent Angelou Study recognized the need for parks and trails as quality of life issues. A review of several Lincoln developments revealed that lots adjacent to open space sold for an average of 30% more while lots backing to trails have an increased value of 20%. Other national studies reflected the same percentages.

It was noted top priorities for land acquisition include areas in growth Tiers I and II, as well as along the future south and east beltways. Preservation of the saline wetlands, floodplains, the Salt Creek Watershed and other natural areas including prairies in the County is also being continued.

Genrich said funding for open space can be achieved from a multitude of sources. The City of Lincoln regularly applies for federal land and water conservation funds, recreational trails enhancement funds, federal enhancement funds and funding from the Nebraska Environmental Trust. Unfortunately, these funding sources and private donations are not enough to generate the amount of money necessary to get ahead with development.

The Trust for Public Land (TPL) is a private, non-profit group which works with communities on acquisition of future open space. They conducted a feasibility study regarding the methods Lincoln should pursue for funding future open space. Nationally, two primary strategies are utilized by communities - a dedicated portion of sales tax or a general obligation bond issue. TPL suggested the most feasible approach for raising adequate funds for acquisition at this time is a general obligation bond issue since Lincoln is currently at the limit authorized by the State Legislature for sales tax. Genrich said both alternatives merit further consideration, however, funding for green infrastructure should be coordinated with other infrastructure needs in the community. TPL suggested conducting a survey to determine the approach, dollar figure and timing for asking voters to support a dedicated funding source for open space conservation. It also recommended tying floodplain protection and water quality to the open space issue.

Genrich said Lenexa, KS, has an open space program which is funded by one-eighth of a 1% sales tax. It also uses a storm water utility charge, a capital charge for new development and revenue from existing sources such as a mill levy.

Werner inquired how much money would be needed for future land acquisition. Genrich said virtually the sky's the limit but, the City should target an amount the public is willing to support. TPL said if they are asked to conduct a survey, this question would be included. The idea is to start gradually and be successful, then a second level of funding could be sought.

Werner asked if dollars are included in the CIP to acquire land. Johnson said the strategy included in the CIP is essentially a parallel bond issue for open space acquisition and stormwater. Funding has not been secured for additional acquisition. With regard to the amount of money needed, he said staff has been working to prioritize areas. An intern is attempting to quantify this number. He estimated it would cost between \$1 million and \$1.5 million to acquire conservation easements and simple green space along the south beltway corridor.

Werner asked if revenue bonds would be an option. Johnson said there are really no sources available. He added many communities have used the sales tax approach because it is an ongoing revenue source. Staff spoke with Senator Beutler about introducing legislation authorizing the use of sales tax for this purpose. Supposedly Grand Island is considering a park impact fee. Omaha and other communities are also interested in open space so there may be enough support across the State for the legislation.

Werner questioned whether impact fees would cover the City's current needs. Johnson said the impact fees they collect are utilized for neighborhood park acquisition/development and

for trail development with the assumption that the easements are in place. The funding amount does not include acquisition for trail corridors.

Hudkins liked the idea of looking for ongoing, permanent funding for this activity, stating future generations would be thankful. He felt sales tax is a fair option and should continue to be explored. Or, perhaps officials could allow developments to gain a favorable density in return for an open space donation. Hudkins added the County is up against the wall with regard to property taxes, thus, he believes the sales tax approach makes more sense than a bond issue which would ultimately be paid for by property taxes.

Friendt said it would be interesting to see a connection between open space and the CIP. He suggested an itemized list be developed showing how funds would be allocated. He would also like to see an overlay of the neighborhood parks as developers are asked to donate land when a new development is approved. It was noted the floodplain ordinance is before the City Council, including the changes which may convert 14% of available ground to greenway. Genrich said the stormwater management floodplain is how to partner the project to make it happen.

Stevens said the County Board appreciated staff's work on extending the conservation easements south of Wilderness Park as per the Comprehensive Plan. He thanked them for obtaining funding which did not rely on property taxes. He asked if there is anything included in the open space plan which parallels the south beltway. Genrich said staff is pursuing this issue and working with the State Department of Roads to identify a corridor on the north side from 27th to 84th Streets. Johnson added at this point, the same level of planning has not been done for the south side as it seems the north is most important to the public due to the trail corridor and development pressure.

Heier said the NRD acquired some easements along Stevens Creek. He questioned why they would not require easements all along that corridor and the other floodplains. Johnson said staff has not focused on Stevens Creek since the NRD has taken the lead. He said the effort is truly an ongoing partnership with the City, County, NRD and the University.

Shultz stated he sees a problem with the maintenance of larger areas and subdivisions being left up to the homeowners association. These areas should have a plan for desirable natural vegetation and maintenance. Johnson said he appreciated Shultz's comments. He agreed homeowners associations are not equipped with the knowledge and experience to maintain these areas. City staff is working to develop a management practices guide for associations to reference. He clarified that while the guide would be free, City staff would not be providing services. Stevens suggested this information be included when a Community Unit Plan (CUP) is applied for in the County. Newman stated there are many other issues to address other than vegetation. She said she has spoken with staff about her concerns. Shultz felt he could also contribute in this area. Schorr said officials and staff would value his advice.

COMMUNITY MEDICAL TRANSPORTATION

Boesch said many people in the City and County are in need of Community Medical Transportation (CMT). In 1985, the community handled this service through the Family Services Association. Hospitals and nursing homes also had their own programs. A lack of coordination existed. Family Services soon discovered the program was very expensive to

administer. In 1993 the community approached Madonna for help and has been well-served for the last ten years. Today, she wanted officials to hear more about the program, including potential funding concerns.

Coleman said CMT is simply an add-on to StarTran's Handi-van program as the latter cannot do what is really necessary with regard to medical transportation. The Handi-van serves the elderly and disabled, though, one must qualify. She noted for the last four years, the Community Health Endowment has contributed a sizable amount of money to CMT. She appreciated the support but this funding will cease at the end of the year unless another request is approved. Other sources are being sought in order to sustain the program.

A brochure was distributed which outlined the CMT program. **(See Exhibit D.)** A brief video was also presented.

Epps said in speaking with Larry Worth of StarTran, he indicated the City could not immediately absorb this service without a great deal of additional resources. She thanked Worth for his support in helping Madonna to provide this level of service in a State where the Public Service Commission has so many controls. It was noted many providers have joined Madonna in the medical transportation effort.

Epps said CMT is a long-term financial problem. Hospitals, physicians, etc., have been solicited for funding. A sustainability project is underway and will hopefully be implemented in the near future. The Mayor has offered to bring some players together to review the issue. Boesch also helped draft a proposal which will be brought forward to see if the community can make a longer-term commitment to the program.

Werner asked how many clients could actually utilize a bus system versus CMT. Epps said few, if any, because many need actual assistance to get out of their homes. Additionally, bus stops are oftentimes three blocks away and this distance is not feasible for someone using a walker. Inclement weather is also a concern. She said CMT doesn't just drop someone off at Bryan Plaza for example, they actually escort a client to the doctor's door, especially if the person has early dementia. Coleman stressed how difficult it is to live and not drive. Werner said he is empathetic and hoped the community would see this program as a priority.

In response to Heier's inquiry regarding cost, Epps said it takes roughly \$700,000 a year to administer the program. Medicaid does offer some reimbursement for trips. In addition, people pay anywhere from \$5 to \$50 per ride depending on the complexity. She noted local hospitals also offer very generous support. Heier asked how much money is needed. Epps said the annual deficit is around \$125,000. Boesch stressed the key to sustainability is a stable commitment from the community.

Newman questioned how to bring everything together. Epps said there is good communication between CMT and the Handi-van program and since these programs really address different issues, there should not be an overlap of services. Coleman added there are also certain people who are not covered by CMT, for example the low income, single mother. These different aspects are being reviewed. Werner wondered how many people aren't going to the doctor because they can't afford either the treatment or the transportation. Epps said this is a concern. If more financial support was received, CMT charges could be lowered.

Stevens asked what the plan is for sustainability. Boesch said it starts by getting all the financial players together. These groups also need to hear the overall plan in terms of the program's importance to the community. She said the Madonna Foundation and two local hospitals have been big players but others, such as nursing homes, physicians, the Chamber and LIBA, should join the effort. Asking for funding on a yearly basis is not a good way to do business for such a critical service. Boesch noted the development of a budget and preliminary plan are a good start.

FUTURE MEETING DATE

Schorr announced the next Common meeting will be on Monday, June 7, 2004 at 8:30 a.m., at the County-City Building, Room 113.

There being no further business, the meeting adjourned at 10:10 a.m.

Submitted by,

Cori R. Beattie
County Board Secretary